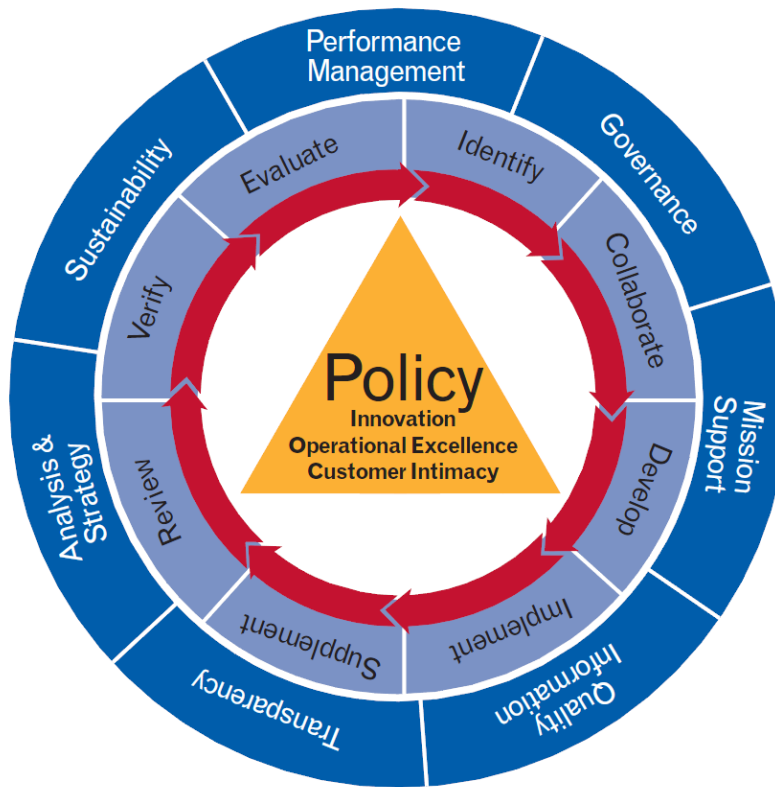


General Services Administration
Office of Governmentwide Policy
Office of Travel, Transportation and Asset Management
Center for Policy Evaluation

2010 Policy Evaluation Report



December 15, 2010

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I. Acknowledgement

The Center for Policy Evaluation (CPE), in the Office of Travel, Transportation and Asset Management (MT), would like to thank the following external peer reviewers for providing valuable support and guidance which contributed to the successful completion of this project.

Mr. William Garrett of the Department of Commerce

Ms. Wanda Davis of the Department of Education

Ms. Lois Mandell of the Department of Defense

II. Executive Summary

The General Services Administration (GSA), Office of Governmentwide Policy (OGP), establishes policies to improve the Federal Government's management in the areas of aircraft, mail, motor vehicle, personal property, relocation, transportation, and travel. OGP created the Center for Policy Evaluation (CPE) in the Office of Travel, Transportation, and Asset Management (MT) in an effort to determine and evaluate the effectiveness of OGP's policies and improve policies to better serve the federal population.

The CPE's vision is aligned with GSA's mission to use expertise to provide innovative solutions for our customers in support of their missions and by so doing foster an effective, sustainable, and transparent government for the American people. The CPE focuses its activities on evaluating the implementation of government-wide policies and their effectiveness at each Federal agency level and identifying areas for innovative improvement.

OGP collaborates with Federal agencies to develop and implement government-wide policies. These collaborative efforts help the CPE to determine whether agencies are able to achieve the outcomes intended by government-wide policies. The information gathered during the policy evaluation helps OGP to assess whether government-wide policies provide useful information to help agencies manage their programs.

The findings from this year's evaluation, including feedback from all of the agencies and from the Center for Policy Evaluation (CPE) focus group, indicate that the policy evaluation exercise helps to strengthen communication between GSA and federal agencies. Agencies also provided feedback which indicates that adhering to government-wide policies helps agencies to support their individual missions and that GSA's regulations provide valuable guidance.

The CPE focus group was comprised of GSA Policy Experts along with representatives from Federal agencies that participated in the annual policy review during the last three years. The focus group's mission was to assess the current policy review process and develop future recommendations. The CPE

focus group recommendations, along with GSA responses are included in the Recommendations section on page 36.

III. Introduction

GSA impacts agencies by formulating policies, programs, and tools designed to promote effective and efficient management of government operations. The Office of Management and Budget (OMB) directed GSA's Office of Travel, Transportation and Asset Management (MT) to determine the effectiveness of its policies. The 2010 government-wide policy evaluation conducted by OGP assessed the impact of GSA's policies on management systems in Federal agencies. This report summarizes the 2010 results for the areas of Aircraft, Mail, Motor Vehicle, Personal Property and Relocation, and includes resolution of the recommendations GSA received in 2009.

The purpose of the evaluation is to determine the effectiveness of the policies that OGP writes and to gather information from the agencies about how they are incorporating and adhering to government-wide policies. It is important for OGP to determine whether agencies are able to take the requirements included in the regulations and incorporate and apply those requirements to daily operations. Information gathered during the policy evaluation is used to help GSA determine whether its policies are effective.

Agencies are evaluated based on whether they have written policies that are communicated to employees and whether agency officials verify adherence to those policies. Acceptable evidence of an agency's efforts to communicate policies includes formal classroom or on-line training, written memos, emails referencing the policy, standard operating procedures, handbooks, websites, or other relevant documents. The Policy Review Tool (PRT) is an internet application used as an alternative to conducting periodic on-site visits. Accessing the PRT to submit responses and feedback allows agencies to complete the evaluation at their own pace.

Evaluating and measuring the effectiveness of policies is an exercise that requires a broad scope of analysis capable of covering many government functions in different program areas. GSA has determined that an annual policy review process is the appropriate way to accomplish this evaluation. Agency subject matter experts are the ideal persons to evaluate whether written policies and guidelines are effective and positively impact each agency's daily operations. Gaining feedback from each agency also helps OGP to identify the differences in program areas, opportunities for OGP to streamline the policy evaluation process, and areas for continued improvement in serving our customer.

a) Benefit to Federal Agencies

Completing the evaluation encourages agencies to take a closer look at their existing management systems, business rules, and their awareness of internal

policies. Participating in the evaluation changes work habits, and may lead to improvements in program performance. The evaluation process also gives agencies the opportunity to identify and share best practices and innovative tools resulting in operational and policy improvements.

b) Benefit to GSA

Feedback received from the agencies during the annual evaluation helps OGP to identify barriers to policy adherence, pinpoint areas that may need attention or improvement, and identify best practices to share with the community. Open lines of communication also encourage agencies to make recommendations that may enhance the process of developing, evaluating and improving government-wide policies. The information gathered during the policy evaluation helps OGP to assess the overall effectiveness of its policies.

This diagram shows the policy development, evaluation, and improvement cycle.

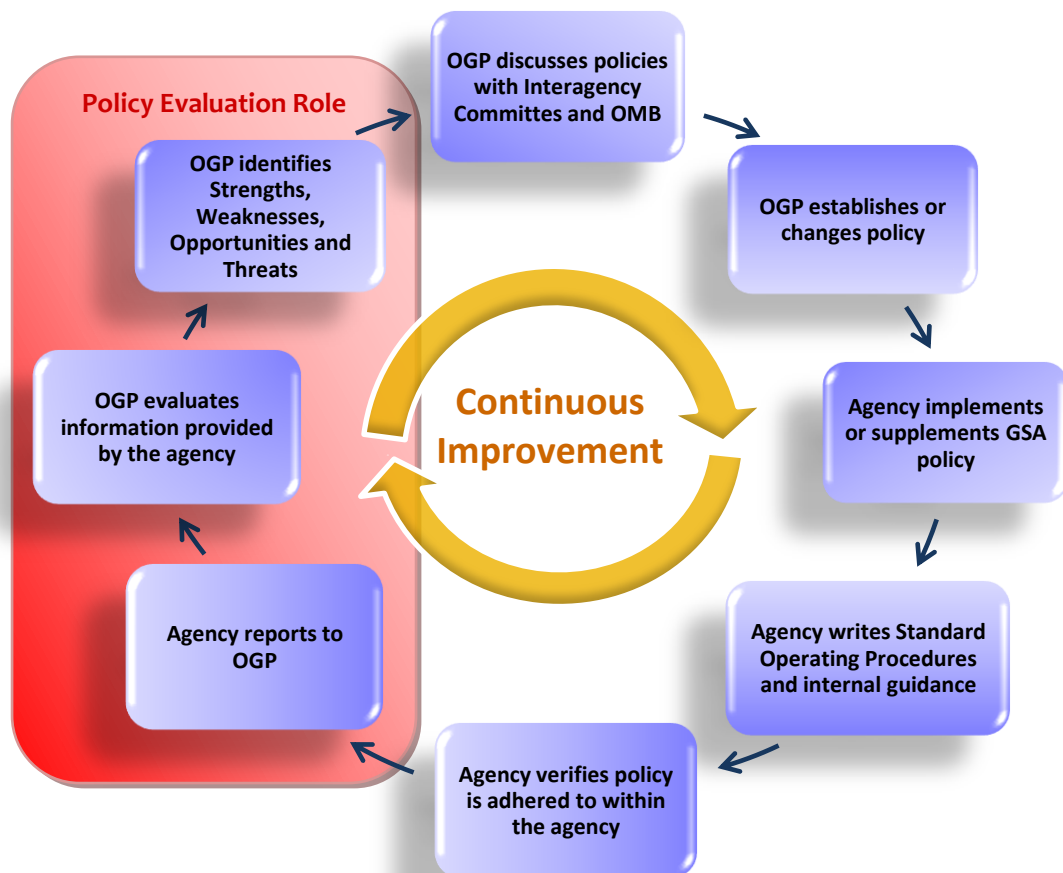


Figure 1. OGP Policy Development Cycle

IV. Methodology

a) 2010 CPE Policy Evaluation Participation

In FY 2010, the General Services Administration (GSA) conducted the third annual government-wide evaluation of policy and best practice adherence in policy areas managed by the Office of Travel, Transportation, and Asset Management (MT). Twenty-four executive Federal agencies were invited to voluntarily participate in the program. The policy areas included in the FY2010 review were Aircraft, Mail, Motor Vehicle, Personal Property and Relocation. The Transportation policy area was not evaluated in FY 2010 since programs are underway to continue to build the community of practice in Transportation. Travel policy was also not evaluated in 2010 because the policy area required more time to collaborate with the Travel community to define mandates and best practices for inclusion in the review. Some policy area functions only apply to select agencies, for example, aircraft policy applies only to those agencies that use aircraft in their operations. The participation rate in all policy areas was 30% or below, except for aircraft policy which had a participation rate of 70%. The participation rate dropped over the previous two years. GSA is actively working with the Federal agency executive committees and interagency committees on strategies to increase agency participation for the FY2011 review and beyond.

b) Policy Review Tool (PRT)

The Office of Governmentwide Policy (OGP) used an interactive, web-based system called the Policy Review Tool (PRT) to conduct the evaluation and collect agency responses. Participating agencies were required to complete all sections of the PRT for the policy area(s) they selected. The PRT calculated scores based on the agency's adherence to policy mandates as evaluated by the CPE analysts. Best practices were scored across the Government. The PRT also allowed agencies to submit recommendations to OGP related to its policies, systems, and collaborative efforts.

c) PRT Evaluation Sections

The PRT evaluation includes the following three sections:

1. **Mandates:** This section includes selected policies required by statute or government-wide regulation in each program area, with links to the policy source. Agencies were asked if they adhered to the policy and to provide supporting evidence via written narrative and supporting documents. Agencies were also given an opportunity to self-disclose reasons for not adhering to policies.
2. **Best Practices:** This section consists of best practices that have contributed to economical and efficient program management with links to

the source of the best practice. Best practices are not required by statute or government-wide regulation.

3. **GSA Feedback:** This section gives agencies an opportunity to recommend ways GSA can improve its policy development, government-wide reporting systems, and interagency collaboration.

d) Policy Evaluation Process

OGP gauges employees' application of policies to daily operations using the PRT. Agencies are asked to assess whether OGP's regulations, programs and tools promote effective government-wide program performance. Agency officials are also asked to verify that employees adhere to policies and must provide supporting documentation related to the agency's performance measures and adoption of best practices and innovative technologies.

The policy mandate and best practices questions, evaluation criteria, and process were communicated on the GSA website at www.gsa.gov/cpe. The 2010 questions for each policy area are included in the Policy Evaluation Reports section starting on page 12.

During the FY 2010 evaluation, OGP presented several briefings to interagency groups, steering committees, and at Federal/private sector conferences. OGP associates were also available by phone, e-mail, and in person to address agencies' concerns or questions. After completing the evaluation, agencies were able to assess how they performed in each policy area and strategic goal based on the agencies' mandate score. The evaluation also allowed agencies to compare their individual results to the overall government-wide results.

OGP associates scored the mandates and best practices sections. Agencies had two opportunities to respond before OGP associates made the final evaluation. Agencies submitted responses to an initial set of questions, the second set of responses was used to generate interim scores, and agencies had a chance to provide additional supporting documentation before the final evaluation by OGP associates.

V. Policy Evaluation Criteria and Scoring Standards

Agencies' ability to effectively incorporate government-wide policies into their internal policies is the cornerstone of policy effectiveness. GSA's questions were placed into strategic goal categories, and assessed using evaluation criteria designed to elicit responses from the agencies about the existence of written, internal policies. OGP then reviewed the responses received from the agencies to analyze the effectiveness of GSA's policies.

a) Strategic Goals

Policies were placed into three broad strategic goal categories:

1. Effectiveness/Efficiency - Policy promotes effectiveness or efficiency in agency operations.
2. Accountability - Policy allows for verification within and across agencies using performance measures.
3. Safety/Environment - Policy impacts safety or environment of employees and agency operations.

b) Policy Evaluation Criteria

OGP associates separately assessed each of the five policy areas based on three criteria.

1. Written Policy - whether the agency has written mandates or best practices;
2. Awareness - whether those mandates or best practices were communicated to employees; and
3. Verification - whether managers verified adherence with mandates or best practices

To earn a rating of Effective or Moderately Effective for a particular mandate or best practice, agencies were required to present documented evidence for each element of the policy evaluation criteria. For example, acceptable evidence of the agency's efforts to make employees aware of the policy included, but was not limited to:

- Formal classroom or on-line training,
- Memorandums,
- E-mails referencing the policy,
- Standard Operating Procedures,
- Handbooks,
- Websites, or
- Other relevant documents.

c) Scoring Standards

Agencies were scored based on their answers to each question using the following scoring standard:

Agencies were rated based on whether they could produce evidence of documented written policies, and were asked to submit evidence that they communicated the policies to their employees and verified adherence. Tables 1-3 show the scoring standards for the policy evaluation.

Effective		
Written Policy	Awareness	Verification
Yes	Yes	Yes

Table 1. Effective Policy Adherence

Agencies were rated as effectively adhering to policies if they satisfied all 3 criteria:

- Incorporating government-wide policy into published agency policy
- Regularly making affected employees aware of policy requirements
- Verifying policy adherence

Effective adherence indicates that individual government-wide policies are adequately incorporated into the agency's published documents, communicated to employees and verified by on-site managers.

Moderately Effective		
Written Policy	Awareness	Verification
Yes	Yes	No
Yes	No	Yes

Table 2. Moderately Effective Policy Adherence

Agencies were rated as moderately effective at adhering to policies if they satisfied the written policy criteria and 1 of the other 2 criteria:

- Occasionally reminding affected employees of policy requirements
- Verifying policy adherence

Moderately effective adherence indicates that there is room for improvement on the agency's part. These improvements may include either disseminating the policies in a more effective way, or increasing the frequency of policy adherence verification exercises. While satisfying two of the evaluation criteria indicate the

agency is taking positive steps, satisfying all three criteria creates a more favorable atmosphere for effective policy adherence.

Ineffective		
Written Policy	Awareness	Verification
No	Yes	Yes
No	No	Yes
No	Yes	No
Yes	No	No
No	No	No

Table 3. Ineffective Policy Adherence

Agencies were rated as ineffective at adhering to policies if they met none of the criteria, only one of the criteria (even if it is the written policy and procedure criteria), or 2 of the criteria but not the written policy and procedures:

- Government-wide policy is not incorporated into published agency policy
- No regular training or reminders of policy requirements given to affected employees and
- Failure to verify policy adherence

Ineffective adherence to policies indicates a need for self-evaluation on the agency's part to identify its reasons for not satisfying at least 2 of the 3 criteria.

While evidence of satisfying any one of the criteria is a positive step toward effective adherence, an existing written policy that is not communicated to employees or verified by a manager may not serve its intended purpose.

NOTE: Agencies were evaluated as Moderately Effective if they were granted a GSA waiver from adhering to the policy requirement.

d) Scoring Summary

Evaluation results are based on selected questions which may not provide an adequate representation of the agencies' overall adherence to policies. These reports include policy area findings, program questions, references, performance measures, strategic goal categories, and aggregated agency results. The five 2010 policy evaluation reports for aircraft, mail, motor vehicle, personal property and relocation are included in the Policy Evaluation Reports section starting at page 12.

The following chart depicts 2010 policy adherence for all policy areas:

**Federal Government 2010 Policy Review Summary
All Policy Areas - Mandates & Best Practices
Final Scores**

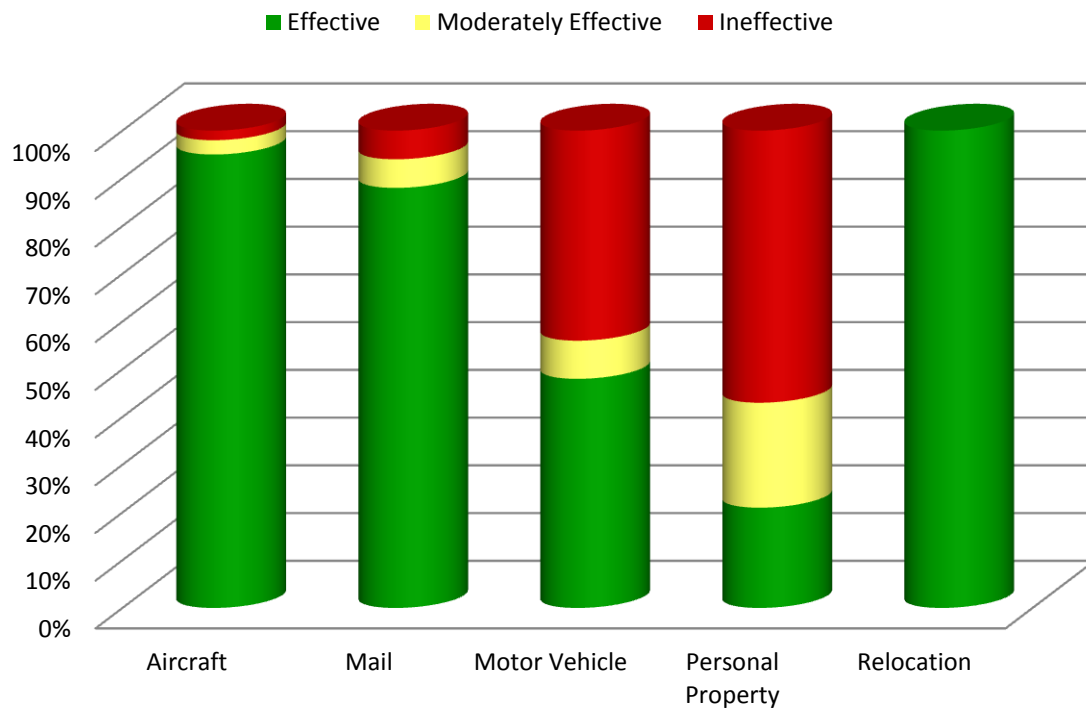


Figure 2. 2010 Policy Review Summary for All Policy Areas

VI. Strengths, Weaknesses, Opportunities, and Threats (SWOTs)

SWOTs Source: These findings were based on the policy area reviews for Aircraft, Mail, Motor Vehicle, Personal Property and Relocation, along with the results from multiple agency responses to the GSA feedback section of the FY2010 review.

a) Strengths (S)

1. **Communication Tools:** GSA has developed a broad selection of coordinated communication tools including monthly and quarterly meetings with prompt dissemination of meeting notes, regular updates to websites, publications, attendance at events, and responding to public inquiries in a timely manner.
2. **Strong Collaboration/Policy Development:** There are strong working relationships between GSA and executive agencies through various interagency councils/committees convened to develop and implement government-wide policies.
3. **Government-wide Reports and Agency Feedback:** GSA's government-wide reports and agency feedback provide the agencies with useful information for managing their programs.
4. **Data Collection:** GSA's mechanisms for collecting agency information (forms, systems, tools) help agencies respond to mandatory requirements.

OGP will maintain its focus in areas identified as strengths and will continue to improve practices that support effective adherence to government-wide policies.

b) Weaknesses (W)

1. **Policy Evaluation:** Some agencies struggle to see the benefits in GSA's policy evaluation program. There was low agency participation in the FY2010 Policy Evaluation.
2. **System Specific Communication Tools:** GSA should develop system-specific communication tools similar to those incorporated into the Federal Automotive Statistical Tool (FAST). FAST is an internet-based application that collects fleet-related data from Federal agencies. FAST satisfies several distinct but overlapping reporting requirements:

Federal Fleet Report – General Services Administration

Energy Policy Act Compliance – Department of Energy

Federal Vehicle Location Reporting – Energy Information Administration

c) Opportunities (O)

1. **Current and Accurate Data:** Improving operations will require available current data. Agencies data collection systems may need to be modified or designed to meet the needs of different program areas.
2. **Centralization vs. Decentralization:** Centralized control improves overall agency performance when agencies benefit from using comprehensive agency-wide management information systems. Decentralized agencies are less likely to have such information systems and face bigger obstacles in developing, funding and implementing information systems.
3. **Adherence to Recent Policies:** Mandates that have been in effect for a long time tend to be well-incorporated into agencies' policies and processes, while new mandates or recently identified best practices may languish for years before agencies have the resources to enact them.

d) Threats (T)

1. **Information Systems:** There is a need for new or improved mechanisms to disseminate information quickly and widely and the need to make policy information more transparent to agencies poses an underlying threat to effective policy adherence.
2. **Program Specific Policy Information:** The failure to implement government-wide mandates continues to pose a potential threat to the effective and efficient management of government-wide programs leading to agencies' inability to meet their strategic objectives. This is mainly because agencies continue to face obstacles such as shrinking budgets and lack of resources.

OGP has developed action plans and milestones for each policy area to address the weaknesses, opportunities and threats. OGP, in collaboration with our stakeholders and agency users, will apply this information to improve policies and stimulate more efficient operations and effective management practices.

VII. Policy Evaluation Reports

a) Aircraft Policy Program

MANDATES AND BEST PRACTICES COMPARISON SNAPSHOT

2008 Final Scores: 48% Effective, 38% Moderately Effective, 14% Ineffective

2009 Final Scores: 100% Effective, 0% Moderately Effective, 0% Ineffective

2010 Final Scores: 95% Effective, 3% Moderately Effective, 2% Ineffective

NOTE: A different set of mandates and best practices were evaluated each year.

1. Background

OMB Circular A-126 (Improving the Management and Use of Government Aircraft) is the authority for Aircraft program policy. The Office of Travel, Transportation, and Asset Management writes the regulations in Federal Management Regulation (FMR) 102-33, Management of Government Aircraft, based on OMB Circular A-126.

2. 2010 Agency Participation and Summary of Results

7 agencies participated by submitting responses during both the interim and final phases of the 2010 policy evaluation process.

Agency Participation	Interim	Final
Agency 1	✓	✓
Agency 2	✓	✓
Agency 3	✓	✓
Agency 4	✓	✓
Agency 5	✓	✓
Agency 6	✓	✓
Agency 7	✓	✓

Table 4. Aircraft Policy Agency Participation

3. Performance Measures

Agencies were asked to identify the percentage of assets in their inventory that were lost, damaged, or destroyed during a fiscal year. All but one agency reported 0% to less than 2%. One agency reported 15%.

4. Mandates

4 mandates were measured for Effectiveness/Efficiency, 1 mandate was measured for Safety/Environmental and 1 mandate was measured for Accountability.

i. Mandates Strong Responses

Mandate 1: Requires agencies to establish a system to collect and report information on aircraft incidents – scored 86%. (6 of 7 agencies effectively adhered) – Safety/Environmental.

Mandate 2: Requires agencies to establish instructional flight training programs – scored 100%. (7 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

Mandate 3: Requires agencies to comply with OMB circular A-123 and to complete internal and external risk assessment – scored 100%. (7 of 7 agencies effectively adhered) – Accountability.

Mandate 4: Requires agencies to justify ownership and operations of their aircraft after they have held the aircraft for five years – scored 100%. (7 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

Mandate 5: Authorizes agencies to replace operational and non-operational aircraft if determined excess – scored 86%. (6 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

Mandate 6: Requires agencies to have an internal Management Information System (MIS) to track aviation program costs and utilization information – scored 100%. (7 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

5. Best Practices

2 best practices were measured for effectiveness/efficiency.

i. Best Practices Strong Responses

Best Practice 1: Recommends consolidating aircraft management functions, using strategic sourcing strategies or conducting internal controls review/assessment – scored 86%. (6 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

Best Practice 2: Recommends undertaking a complete review of each aircraft program to include mission assessment versus aircraft capability – scored 100%. (7 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

6. Performance Summary

Overall, agencies were 95% Effective at incorporating government-wide Mandates, and 93% Effective at incorporating Best Practices into their internal policies and operations.

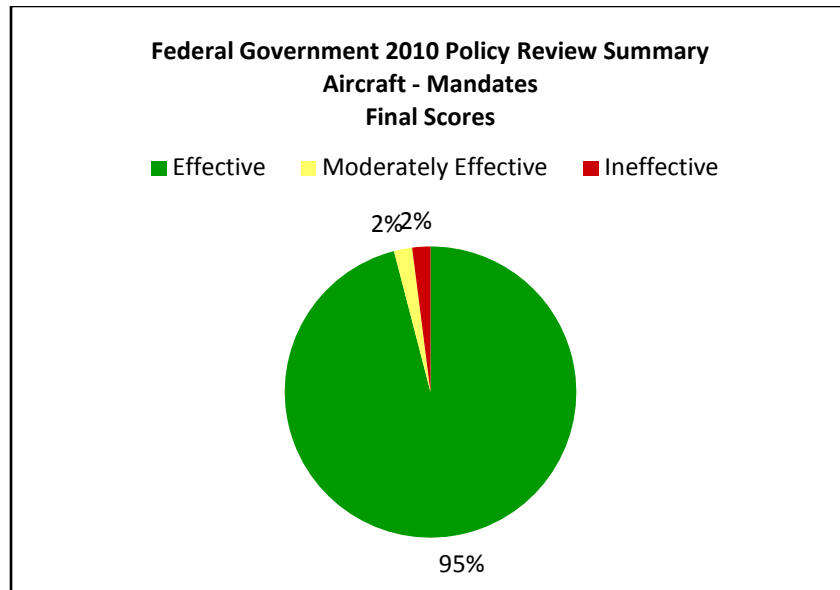


Figure 3. Aircraft Mandates Final Scores

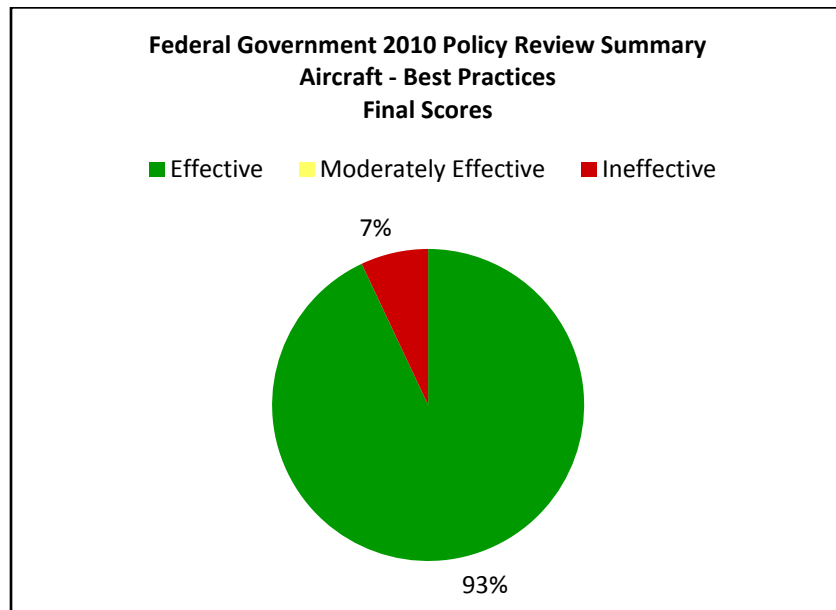


Figure 4. Aircraft Best Practices Final Scores

7. Aircraft Questions, References, Performance Measures, Strategic Goal Category and Agency Results

Question		Reference(s)	Category	Final #				Final %		
Mandates				IE	ME	E	Total	IE	ME	E
1	Agencies are required to establish (contractually, where applicable) a system to collect and report information on aircraft accidents and incidents (as required by 49 CFR 830).	<u>102.33.180 (e), (f)</u>	Safety/Environmental	0	1	6	7	0 %	14 %	86 %
2	Agencies must establish or require (contractually, where applicable) an instructional program to train their flight program personnel, initially and on a recurrent basis, in their responsibilities and in the operational skills relevant to the types of operations conducted.	<u>102.33.155 - 185</u>	Effectiveness/Efficiency	0	0	7	7	0 %	0 %	100 %
3	Agencies are required to comply with OMB Circular A-123 and complete a risk assessment to identify internal and external risks that may prevent the organization from meeting its objectives.	<u>102.33.135</u>	Accountability	0	0	7	7	0 %	0 %	100 %
4	Agencies are required to justify the ownership and operations of their aircraft after they have held the aircraft for five years.	<u>102-33.200</u>	Effectiveness/Efficiency	0	0	7	7	0 %	0 %	100 %
5	Agencies are authorized to replace operational and non-operational aircraft if they are determined to be excess to your needs.	<u>102-33.245</u>	Effectiveness/Efficiency	1	0	6	7	14 %	0 %	86 %
6	Agencies are required (with the exception of agencies that operate CAS-only operations) to have an internal Management Information System that tracks aviation program costs and utilization information. This requirement is in addition to reporting all aircraft costs and utilization data to FAIRS.	<u>102-33.195</u>	Effectiveness/Efficiency	0	0	7	7	0 %	0 %	100 %

Question		Reference(s)	Category	Final #				Final %		
Best Practices				IE	ME	E	Total	IE	ME	E
1	Has your agency undertaken or considered consolidation of any aircraft management functions (e.g. into a 'Center of Excellence'), use of strategic sourcing strategies, or conducted an internal controls review/assessment?	<u>41 CFR 102-33.135</u>	Effectiveness/Efficiency	1	0	6	7	14 %	0 %	86 %
2	Has your agency undertaken a complete review of its aircraft program to include mission assessment vs. aircraft capability?	<u>41 CFR 102-33.135</u>	Effectiveness/Efficiency	0	0	7	7	0 %	0 %	100%

Table 5. Aircraft Policy Agency Results Summary

NOTE: The electronic tool used to generate tables and graphs for this report automatically rounds numbers to the closest even percentage.

b) Mail Policy Program

MANDATES AND BEST PRACTICES COMPARISON SNAPSHOT

2008 Final Scores: 19% Effective, 36% Moderately Effective, 45% Ineffective

2009 Final Scores: 33% Effective, 17% Moderately Effective, 50% Ineffective

2010 Final Scores: 88% Effective, 6% Moderately Effective, 6% Ineffective

NOTE: A different set of mandates and best practices were evaluated each year.

1. Background

The guiding Mail regulation is included in 41 Code of Federal Regulations (CFR), Chapter 102-192, which prescribes policy and requirements for the efficient, effective, economical, and secure management of incoming, internal and outgoing mail in Federal agencies.

2. 2010 Agency Participation

7 agencies participated in the 2010 evaluation. 1 agency participated by submitting interim only responses and 6 agencies participated by submitting responses during both the interim and final phases of the 2010 policy evaluation process.

Agency Participation	Interim	Final
Agency 1	✓	
Agency 2	✓	✓
Agency 3	✓	✓
Agency 4	✓	✓
Agency 5	✓	✓
Agency 6	✓	✓
Agency 7	✓	✓

Table 6. Mail Policy Agency Participation

3. Performance Measures

The mail policy program asked agencies to identify the number of mail facilities that drafted or revised security plans within the previous two years. Responses from the agencies varied, some indicated that their mail facilities wrote a new mail security plan or revised their mail security plan within the last two years. Other agencies indicated that all of their mail facilities adhered to the policy, and one agency indicated that its mail facility planned to complete an agency-wide mail security plan in December of 2010.

4. Mandates

2 mandates were measured for Effectiveness/Efficiency, and 1 mandate was measured for Safety/Environmental.

i. Mandates Responses

Mandate 1: Requires annual report to headquarters on status of mail center security plan – scored 86%. Note: Rounded up from 86%. (6 of 7 agencies effectively adhered) – Safety/Environmental.

Mandate 2: Lists responsibilities for agency mail managers – scored 86%. (6 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

Mandate 3: Requires a mail manager for every program level within a Federal agency that generates a significant quantity of outgoing mail – scored 100%. (7 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

5. Best Practices

1 best practice was measured for Safety/Environmental.

i. Best Practices Response

Best Practice 1: Recommends annual review of agency mail security plan by an outside security professional – scored 86%. (6 of 7 agencies effectively adhered) – Safety/Environmental.

6. Performance Summary

Agencies were 88% effective at incorporating Mandates and 89% effective at incorporating Best Practices into their internal policies and operations.

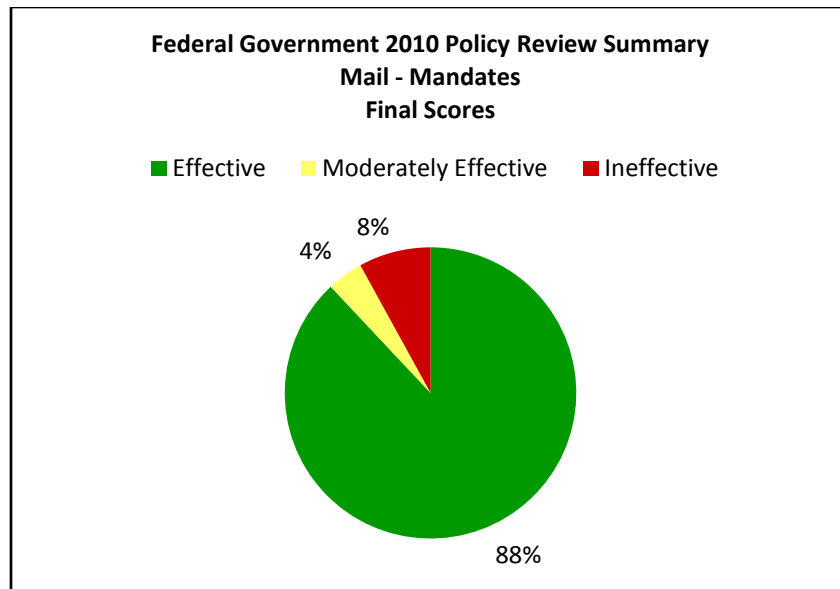


Figure 5. Mail Mandates

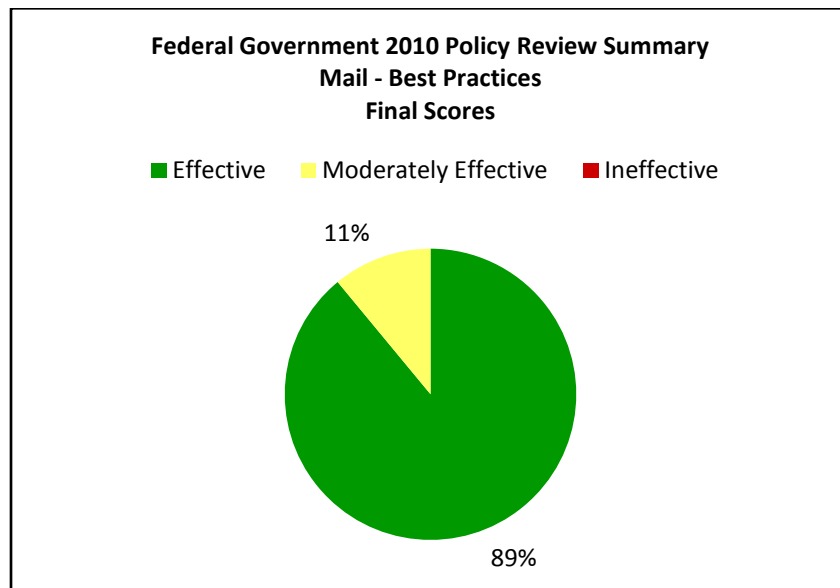


Figure 6. Mail Best Practices

7. Mail Questions, References, Performance Measures, Strategic Goal Category and Agency Results

Question		Reference(s)	Category	Final #				Final %		
Mandates				IE	ME	E	Total	IE	ME	E
1	All mail facility managers should report annually the status of their facility mail security plans to agency headquarters.	<u>102-192-70(e)</u>	Safety/Environmental	1	0	6	7	14 %	0 %	86 %
2	An agency mail manager should: (a) Establish written policies and procedures to provide timely and cost effective dispatch and delivery of mail; (b) Ensure agency-wide awareness and compliance with standards and operational procedures established by all service providers used by the agency; (c) Set policies for expedited mail, mass mailings, mailing lists, and couriers; (d) Seek opportunities to implement cost-effective improvements and to enhance performance of the agency's mission; (e) Develop and direct agency programs and plans for proper and cost-effective use of transportation equipment, and supplies used for mail; (f) Ensure that facility and program level mail personnel receive appropriate certifications and training in order to successfully perform their assigned duties; (g) Promote professional certification for mail managers and mail center employees; (h) Ensure that expedited mail and couriers are used only when authorized by the Private Express Statutes and when necessary and cost-effective; (i) Establish written policies and procedures to minimize incoming and outgoing personal mail; (j) Provide guidance to agency correspondence managers on correspondence management decisions such as development and design of mailing materials including Business Reply Mail, letterhead, and mail piece design; and (k) Represent the agency in its relations with mail service providers, other agency mail managers, and the GSA Office of Governmentwide Policy.	<u>102-192.130</u>	Effectiveness/Efficiency	1	0	6	7	14 %	0 %	86 %

Question		Reference(s)	Category	Final #				Final %		
Mandates				IE	ME	E	Total	IE	ME	E
3	Every program level within a Federal agency that generates a significant quantity of outgoing mail should have its own mail manager.....In making this determination, the agency should consider the total volume of outgoing mail that is put into the mail stream by the program itself or by printers, presort contractors, or others on the program's behalf.	<u>102-192.145</u>	Effectiveness/Efficiency	0	0	7	7	0 %	0 %	100 %
Best Practice				IE	ME	E	Total	IE	ME	E
1	An outside security professional who has expertise in mail center security should review the agency's mail security plan annually. Review of the facility mail security plans can be accomplished by outside subject matter experts such as agency security personnel. If these experts are not available within your agency, seek assistance from the Postal Inspection Service or other Federal authorities.	<u>102-192.70(f)</u>	Safety/Environmental	0	1	6	7	0 %	14 %	86 %

Table 7. Mail Policy Agency Results Summary

NOTE: The electronic tool used to generate tables and graphs for this report automatically rounds numbers to the closest even percentage.

c) Motor Vehicle Policy Program

MANDATES AND BEST PRACTICES COMPARISON SNAPSHOT

2008 Final Scores: 7% Effective, 29% Moderately Effective, 64% Ineffective

2009 Final Scores: 19% Effective, 12% Moderately Effective, 69% Ineffective

2010 Final Scores: 48% Effective, 8% Moderately Effective, 44% Ineffective

NOTE: A different set of mandates and best practices were evaluated each year.

1. Background

The Federal management Regulation (FMR) 102-34 is the primary source of mandates for Federal fleets. Various FMR Bulletins provide additional information to help agencies implement the regulatory mandates. The website for the Federal Automotive Statistical Tool (FAST) also offers guidance for FAST-related reporting requirements.

2. 2010 Agency Participation and Summary of Results

8 agencies participated by submitting interim responses. 6 agencies participated by submitting both interim and final responses during the 2010 evaluation process.

Agency Participation	Interim	Final
Agency 1	✓	✓
Agency 2	✓	✓
Agency 3	✓	✓
Agency 4	✓	✓
Agency 5	✓	✓
Agency 6	✓	✓
Agency 7	✓	
Agency 8	✓	

Table 8. Motor Vehicle Policy Agency Participation

3. Performance Measures

Specific formal performance measures were lacking throughout the 2010 PRT submissions for the motor vehicle policy area. Most agencies relied on the existence of reports rather than analysis of reported data for measures. The areas with the highest scores for verification of policy adherence were those involving external reporting requirements. The act of reporting data was presented as evidence of verification, rather than any evidence of substantive use of the reported data.

4. Mandates

2 mandates were measured for Effectiveness/Efficiency and 2 mandates were measured for Accountability.

i. Mandates Responses

Mandate 1: Requires agencies to establish a structured Vehicle Allocation Model (VAM) – scored 25%. (2 of 8 agencies effectively adhered) – Effectiveness/Efficiency.

Mandate 2: Requires registration of vehicles in the Federal Motor Vehicle Registration System (FMVRS) - scored 50%. (4 of 8 agencies effectively adhered) – Accountability.

Mandate 3: Requires annual submission to the FAST of information needed to produce the Federal Fleet Report – scored 63%. (5 of 8 agencies effectively adhered) – Accountability.

Mandate 4: Requires a fleet Management Information System (MIS) at the department or agency level that collects accurate data and provides necessary information to satisfy internal and external reporting requirements – scored 50%. (4 of 8 agencies effectively adhered) – Effectiveness/Efficiency.

5. Best Practices

2 best practices were measured for Effectiveness/Efficiency.

i. Best Practices Responses

Best Practice 1: Recommends use of Exchange/Sale provision of Federal Management Regulation (FMR) to use sale proceeds toward purchase of replacement vehicles – scored 63%. (5 of 8 agencies effectively adhered) – Effectiveness/Efficiency.

Best Practice 2: Recommends continually updating and issuing comprehensive fleet management handbooks to employees – scored 50%. (4 of 8 agencies effectively adhered) – Effectiveness/Efficiency.

6. Performance Summary

Overall, agencies were 44% Effective at incorporating Mandates, and 56% Effective at incorporating Best practices into their internal policies and operations.

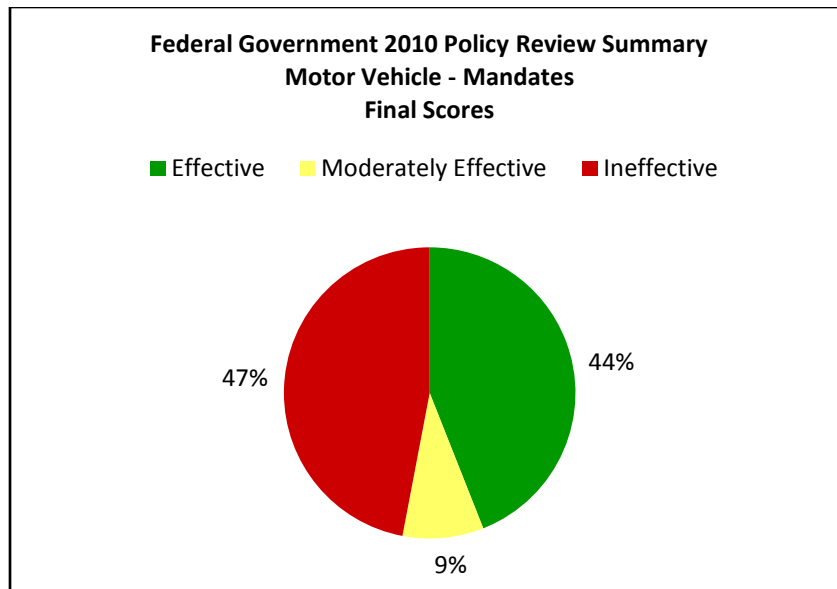


Figure 7. Motor Vehicle Mandates Final Scores

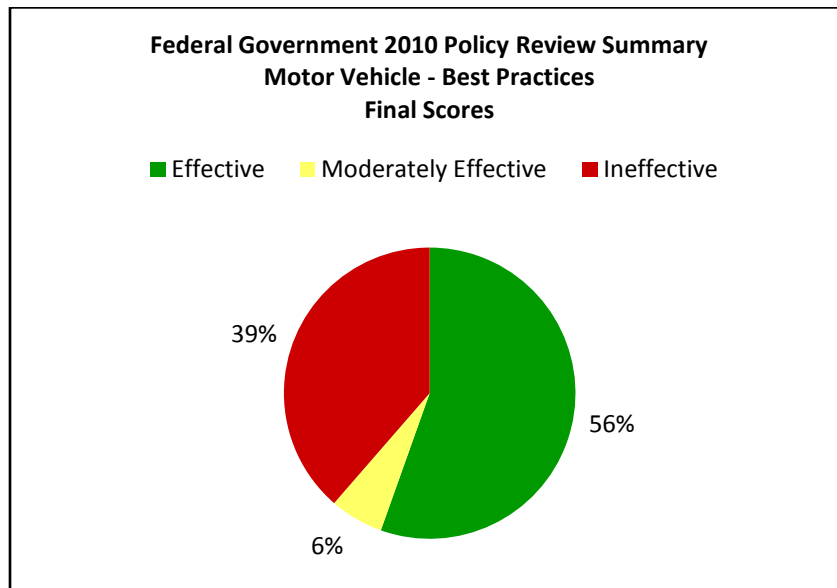


Figure 8. Motor Vehicle Best Practices Final Scores

7. Motor Vehicle Questions, References, Performance Measures, Strategic Goal Category and Agency Results

Question		Reference(s)	Category	Final #				Final %		
Mandates				IE	ME	E	Total	IE	ME	E
1	Agencies must establish and document a structured vehicle allocation methodology to determine the appropriate size and number of motor vehicle	<u>102-34.50</u> <u>FMR Bulletin B-9</u>	Effectiveness/Efficiency	5	1	2	8	63 %	13 %	25 %
2	If the Government motor vehicle displays U.S. Government license plates and motor vehicle identification, you do not need to register it in the jurisdiction where the vehicle is operated, however, you must register it in the Federal Government Motor Vehicle Registration System.	<u>102-34.50</u>	Accountability	4	0	4	8	50 %	0 %	50 %
3	Annually, agencies must submit to GSA the information needed to produce the Federal Fleet Report through the Federal Automotive Statistical Tool (FAST), an Internet-based reporting tool.	<u>102-34.335</u> <u>FAST site</u>	Accountability	3	1	4	8	38 %	13 %	50 %
4	You must have a fleet management information system at the department or agency level that—(a) Identifies and collects accurate inventory, cost, and use data that covers the complete lifecycle of each motor vehicle (acquisition, operation, maintenance, and disposal); and (b) Provides the information necessary to satisfy both internal and external reporting requirements, including: (1) Cost per mile; (2) Fuel costs for each motor vehicle; and (3) Data required for FAST	<u>102-34.340</u> <u>FMR Bulletin B-15</u>	Effectiveness/Efficiency	4	0	4	8	50 %	13 %	38 %

Question		Reference(s)	Category	Final #				Final %		
Best Practices				IE	ME	E	Total	IE	ME	E
1	Agency-owned vehicles should be replaced under the Exchange/Sale provisions of the Federal Management Regulation (FMR), retaining sale proceeds to use toward the purchase of replacement vehicles.	FMR Bulletin 2004-B6, Proceeds from Sale of Agency-Owned Vehicles GSA exchange/sale website	Effectiveness/Efficiency	3	1	5	8	38 %	13 %	56 %
2	Agencies should issue to affected employees and regularly update comprehensive fleet management handbooks containing all policies and procedures covering fleet management in the agency.	Guide to Federal Fleet Management Fleet Review Initiative of 2002	Effectiveness/Efficiency	4	0	5	8	50 %	0 %	50 %

Table 9. Motor Vehicle Policy Agency Results Summary

NOTE: The electronic tool used to generate tables and graphs for this report automatically rounds numbers to the closest even percentage

d) Personal Property Policy Program

MANDATES AND BEST PRACTICES COMPARISON SNAPSHOT

2008 Final Scores: 8% Effective, 2% Moderately Effective, 90% Ineffective

2009 Final Scores: 8% Effective, 6% Moderately Effective, 86% Ineffective

2010 Final Scores: 21% Effective, 22% Moderately Effective, 57% Ineffective

NOTE: A different set of mandates and best practices were evaluated each year.

1. Background

Personal Property regulations are included in 5 U.S.C., Chapter 57, Public Law 107-217, and the Federal Management Regulation (FMR), Subchapter B – Personal Property.

2. 2010 Agency Participation and Summary of Results

7 agencies participated by submitting responses during both the interim and final phases of the 2010 policy evaluation process.

Agency Participation	Interim	Final
Agency 1	✓	✓
Agency 2	✓	✓
Agency 3	✓	✓
Agency 4	✓	✓
Agency 5	✓	✓
Agency 6	✓	✓
Agency 7	✓	✓

Table 10. Personal Property Policy Agency Participation

3. Performance Measures

Agencies were asked to identify the percentage of assets in their inventory that were lost, damaged, or destroyed in a fiscal year. 6 of 7 agencies reported 0% to less than 2% and one agency reported 15%.

4. Mandates

4 mandates were measured for Accountability, 2 mandates were measured for Effectiveness/Efficiency.

i. Mandates Responses

Mandate 1: Requires agencies to maintain adequate inventory controls and accountability systems for property under their control – scored 71%. (5 of 7 agencies effectively adhered) – Accountability.

Mandate 2: Requires agencies to continuously review property under their control to identify excess property – scored 14%. (1 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

Mandate 3: Requires agencies to promptly report excess property to GSA – scored 14%. (1 of 7 agencies effectively adhered) – Accountability.

Mandate 4: Requires agencies to submit annual personal property management reports to GSA – scored 29%. (2 of 7 agencies effectively adhered) – Accountability.

Mandate 5: Requires agencies to maintain property in a safe, secure, and cost-effective manner until final disposition – scored 14%. (1 of 7 agencies effectively adhered) – Accountability.

Mandate 6: Requires agencies to consider using excess property as the first source of supply – scored 0%. (0 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

5. Best Practices

2 best practices were measured for Effectiveness/Efficiency.

i. Best Practices Responses

Best Practice 1: Recommends using quantitative performance measures to evaluate and improve personal property program performance – scored 0%. (0 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

Best Practice 2: Recommends providing personal property staff with training and/or opportunities for professional certification in personal property management – scored 29%. (2 of 7 agencies effectively adhered) – Effectiveness/Efficiency.

6. Performance Summary

Overall, agencies were 21% effective at incorporating Mandates and 12% effective at incorporating Best Practices into their internal policies and operations.

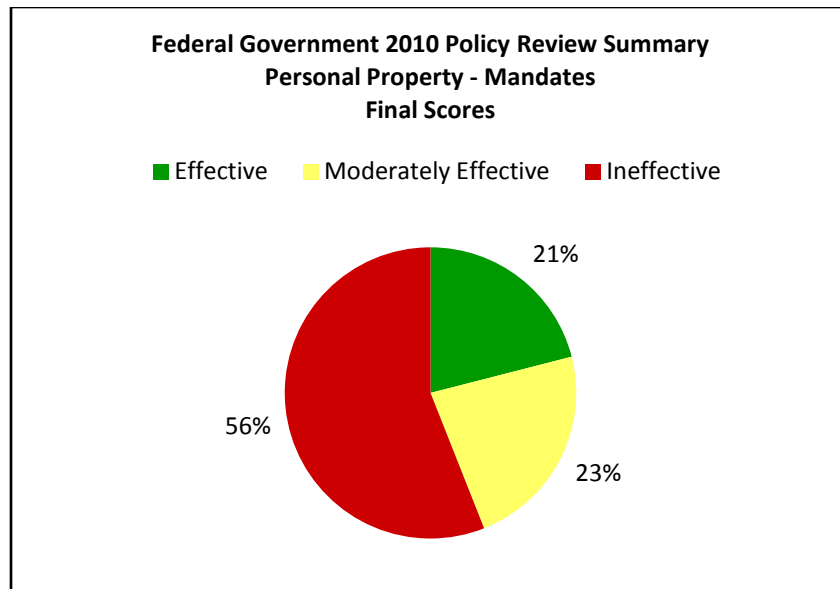


Figure 9. Personal Property Mandates Final Scores

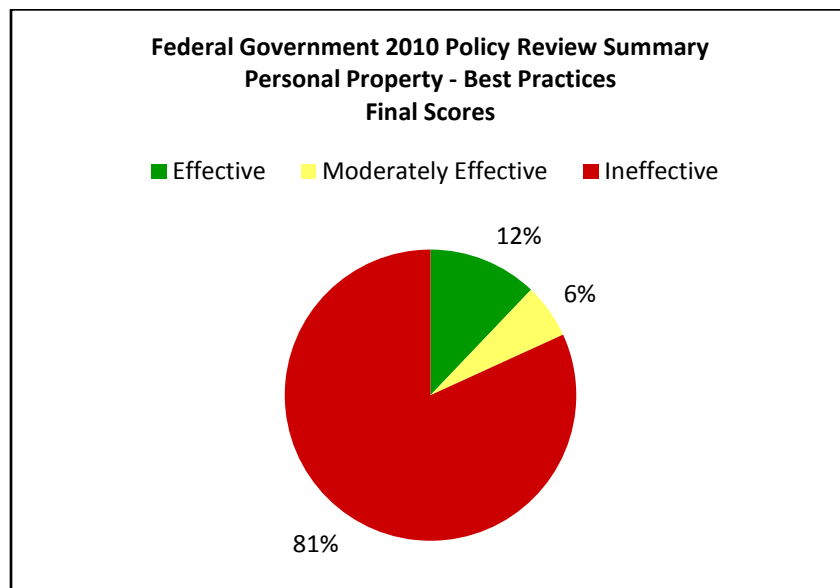


Figure 10. Personal Property Best Practices Final Scores

7. Personal Property Questions, References, Performance Measures, Strategic Goal Category and Agency Results

Question		Reference(s)	Category	Final #				Final %		
Mandates				IE	ME	E	Total	IE	ME	E
1	Agencies are required to maintain adequate inventory controls and accountability systems for property under their control.	40 U.S.C. 524 (a)(1)	Accountability	2	0	5	7	29 %	0 %	71 %
2	Agencies are required to continuously review property under their control to identify excess property.	40 U.S.C. 524 (a)(2)	Effectiveness/Efficiency	4	2	1	7	57 %	29 %	14 %
3	Agencies are required to promptly report excess property to GSA.	40 U.S.C. 524 (a)(3)	Accountability	4	2	1	7	57 %	29 %	14 %
4	Agencies are required to submit personal property management reports annually to GSA.	41CFR 102-35.25	Accountability	5	0	2	7	71 %	0 %	29 %
5	Agencies are required to maintain property in a safe, secure, and cost-effective manner until final disposition.	41CFR 102-35.30(a)	Accountability	2	4	1	7	29 %	57 %	14 %
6	Agencies are required to consider using excess property as the first source of supply.	41CFR 102-36.45(a)	Effectiveness/Efficiency	4	3	0	7	57 %	43 %	0 %
Best Practices				IE	ME	E	Total	IE	ME	E
1	Agencies should use quantitative performance measures to evaluate and improve personal property program performance.	Personal Property Management Review Guide, Checklist Section A.2	Effectiveness/Efficiency	6	1	0	7	86 %	14 %	0 %
2	Agencies should provide their personal property staff with web-based training, traditional classroom training, and/or opportunities for professional certification in personal property management.	Personal Property Management Review Guide, Checklist Section A.2	Effectiveness/Efficiency	5	0	2	7	71 %	0 %	29 %

Table 11. Personal Property Policy Agency Results Summary

NOTE: The electronic tool used to generate tables and graphs for this report automatically rounds numbers to the closest even percentage.

e) Relocation Policy Program

MANDATES AND BEST PRACTICES COMPARISON SNAPSHOT

2008 Final Scores: 43% Effective, 13% Moderately Effective, 44% Ineffective

2009 Final Scores: 63% Effective, 3% Moderately Effective, 34% Ineffective

2010 Final Scores: 100% Effective, 0% Moderately Effective, 0% Ineffective

NOTE: A different set of mandates and best practices were evaluated each year.

1. Background

The Office of Governmentwide Policy's authority to regulate government-wide civilian relocation comes from 5 U.S.C., Chapter 57. The Relocation Policy staff writes policy that provides guidance to Federal agencies when relocating Federal employees.

2. 2010 Agency Participation and Summary of Results

2 agencies participated by submitting responses during both the interim and final phases of the 2010 policy evaluation process.

Agency Participation	Interim	Final
Agency 1	✓	✓
Agency 2	✓	✓

Table 12. Relocation Policy Agency Participation

3. Performance Measures

For 2010, agencies were asked "Will your agency be in a position to comply with the transaction-level reporting requirement when the data warehouse is ready, in November 2010, to receive its first data?" Participating agencies indicated that they will be in a position to comply with the transaction-level reporting requirement when it becomes necessary.

4. Mandates

6 mandates were measured for Accountability.

i. Mandates Strong Responses

Mandate 1: Requires agencies to have internal policies that determine who will authorize and approve relocations – scored 100% (2 of 2 agencies effectively adhered) –Accountability.

Mandate 2: Requires agencies to have internal policies that determine when and who will authorize a house hunting trip for transferring employees – scored 100% (2 of 2 agencies effectively adhered) – Accountability.

Mandate 3: Requires agencies to have internal policies determining who authorizes shipment of privately owned vehicles – scored 100% (2 of 2 agencies effectively adhered) – Accountability.

Mandate 4: Requires agencies to have internal policies determining who authorizes shipment of privately owned vehicles – scored 100% (2 of 2 agencies effectively adhered) – Accountability.

Mandate 5: Requires agencies to have internal policies determining who will authorize a home marketing incentive payment, the conditions under which payment will be authorized, and the payment amount if agency has established a home marketing incentive payment – scored 100% (2 of 2 agencies effectively adhered) – Accountability.

Mandate 6: Requires agencies to have internal policies providing withholding tax allowances and relocation income tax allowances to all eligible transferred employees – scored 100% (2 of 2 agencies effectively adhered) – Accountability.

5. Best Practices

2 best practices were measured for Effectiveness/Efficiency.

i. Best Practices Strong Responses

Best Practice 1: GRAB recommends that agencies have a documented and publicized philosophy statement for relocation – scored 100% (2 of 2 agencies effectively adhered) – Effectiveness/Efficiency.

Best Practice 2: GRAB recommends that agencies provide counseling to all transferees and new employees to whom relocation is offered – scored 100% (2 of 2 agencies effectively adhered) – Effectiveness/Efficiency.

6. Performance Summary

Overall, agencies were 100% Effective at incorporating government-wide Mandates, and 100% Effective at incorporating Best Practices into their internal policies and operations.

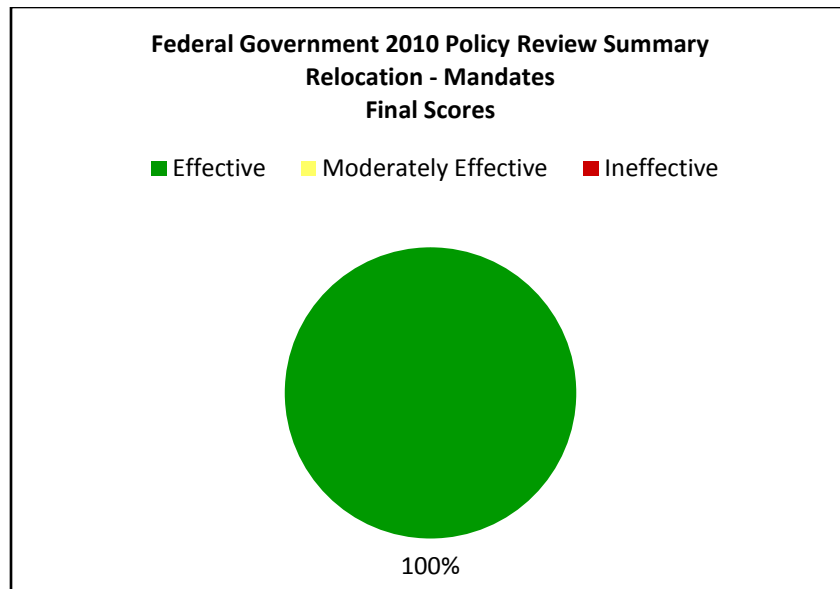


Figure 11. Relocation Mandates

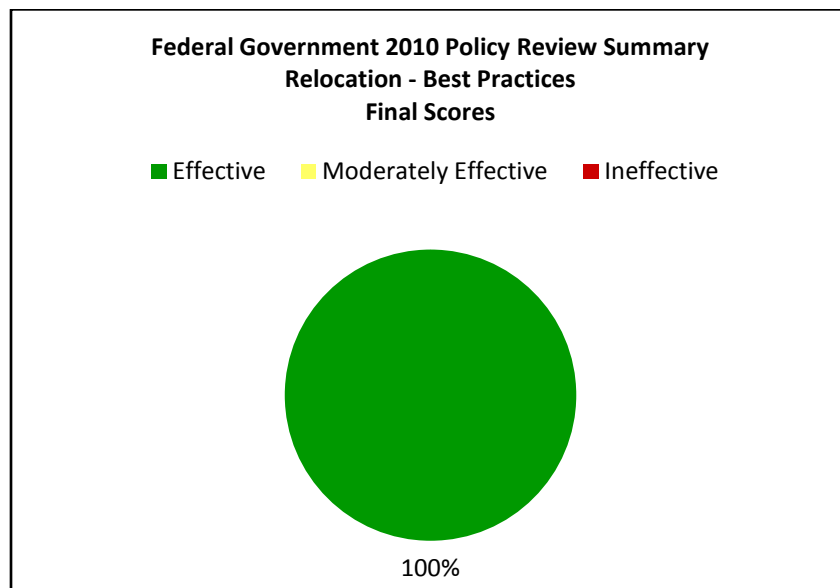


Figure 12. Relocation Best Practices

7. Relocation Questions, References, Performance Measures, Strategic Goal Category and Agency Results

Question		Reference(s)	Category	Final #				Final %		
Mandates				IE	ME	E	Total	IE	ME	E
1	Agencies are required to have internal policies that determine who will authorize and approve relocations.	<u>FTR 302-2.100(d)</u>	Accountability	0	0	2	2	0 %	0 %	100 %
2	Agencies are required to have internal policies that determine when and who will authorize a house hunting trip for transferring employees.	<u>FTR 302-5.101(b)</u>	Accountability	0	0	2	2	0 %	0 %	100 %
3	Agencies are required to have internal policies determining who authorizes temporary quarters subsistence expense (TQSE) allowances and determining for how TQSE is authorized.	<u>FTR 302-6.301(b)</u>	Accountability	0	0	2	2	0 %	0 %	100 %
4	Agencies are required to have internal policies determining who authorizes shipment of privately owned vehicles.	<u>FTR 302-9.502(c)</u> <u>FTR 302-9.504</u>	Accountability	0	0	2	2	0 %	0 %	100 %
5	If agencies have decided to establish a home marketing incentive payment program, they are required to have internal policies determining who will authorize a home marketing incentive payment, the conditions under which payment will be authorized, and the payment amount.	<u>FTR 302-14.101</u>	Accountability	0	0	2	2	0 %	0 %	100 %
6	Agencies are required to have internal policies providing withholding tax allowances and relocation income tax allowances to all eligible transferred employees.	<u>FTR 302-17</u>	Accountability	0	0	2	2	0 %	0 %	100 %

Question		Reference(s)	Category	Final #				Final %		
Best Practices				IE	ME	E	Total	IE	ME	E
1	The Government wide Relocation Advisory Board has recommended that agencies should have a documented and publicized philosophy statement for relocation.	GRAB 09/15/05 www.GSA.GOV/G RAB	Effectiveness/Efficiency	0	0	2	2	0 %	0 %	100 %
2	The Government wide Relocation Advisory Board has recommended that agencies provide counseling to all transferees and new employees to whom relocation is offered.	Federal Register, 08/03/07	Effectiveness/Efficiency	0	0	2	2	0 %	0 %	100 %

Table 13. Relocation Policy Agency Results Summary

NOTE: The electronic tool used to generate tables and graphs for this report automatically rounds numbers to the closest even percentage

VIII. Recommendations

Recommendations received from the agencies enhance GSA's ability to create and implement policy. Agency employees are in the best position to evaluate the impact of government-wide policy on their daily operations and management systems. These recommendations help GSA to closely analyze and address the affected policy areas.

The following summaries include recommendations GSA received from participating agencies in 2009, recommendations from the CPE Focus group in 2010 and GSA's actions and responses to the issues presented.

a) Aircraft

1. Recommendation: Enhance the Federal Aviation Interactive Reporting System (FAIRS). GSA should make the FAIRS application more robust in its ability to capture additional costs and hours for Federal and commercial aviation activities. It was noted by a few agencies that GSA's policy regarding FAIRS as a data collection and analysis tool (to enhance agency performance and effectiveness) was largely ineffective, although the current version was praised for its improvement over previous versions. The sentiment was that, in some respects, the type(s) of data collected in FAIRS was not in a useful form or inclusive enough to be easily adapted to the agency's use.

Action: The Management Data and Systems Subcommittee of the Interagency Committee for Aviation Policy continues to process an active enhancement list with the system developers, the Idaho National Laboratory (INL), and will re-evaluate the utility of the application and expand data categories as recommended by the agencies. It must be noted, however, that FAIRS was not intended to replace an agency's management data system for data collection, but complement it. GSA will continue to expand the capability for FAIRS in an overall effort to support its use government-wide.

GSA has started to incorporate a number of enhancements that will improve the analytical capability and range of data elements used to evaluate both OGP and the agencies. Of the fourteen recommended enhancements, seven have been incorporated in the FAIRS application.

In addition, a separate module is being developed that will provide a side-by-side comparison for common government and commercial aircraft for fuel and maintenance costs. Depending on the robustness of this information, GSA will incorporate this module either in FAIRS, the E-300 Capital Planning application, or both.

2. Recommendation: Capital Asset Acquisition Planning. The process to acquire aircraft, as documented by OBM Circular A-11, does not appear to be maturing and needs attention. Many agencies have a capital asset process for IT systems,

but not for aviation. The capital planning process mandates the execution of the Exhibit 300 for aviation asset management. In 2007, GSA published an Exhibit 300 desk guide to assist agencies in completing capital asset plans for aircraft and motor vehicle. GSA recently formed an Interagency Integrated Project Team to develop a process for agencies to complete an Exhibit 300 for aircraft and motor vehicle.

Action: There is, currently, a Capital Asset Planning (CAP) Integrated Project Team (IPT) that has undertaken to review and approve a comprehensive plan for the Interagency Committee for Aviation Policy (ICAP). The INL developed a CAP tool for use by participating agencies. The CAP tool was demonstrated at the 2009 FedFleet. While all basic facets of the tool are in place, the IPT continues its work on enhancements to the CAP tool.

3. Recommendation: Incorporate language in OMB Circular A-126 and 41 CFR 102-33 to assist agencies that do not have aircraft programs but use public aircraft infrequently to conduct the agency mission. It is recognized that there are agencies that rarely use aircraft for official purposes, and those programs do not reach the level of management and oversight required by most of the agencies with aircraft operations. In these agencies, leasing, renting and chartering of aircraft are infrequent activities. As such, it appears inappropriate to hold them to the same standards as agencies that own their aircraft and use them on a regular, sustainable basis.

Action: OMB Circular A-126 and 41 CFR 102-33 are being revised to provide more specific policy guidance for the aviation organizations in the Federal Government. In A-126, GSA has proposed the separation of the management of aircraft functions from the travel management discussions and proposed more specific guidance for programs deemed to be 'large' versus 'small'. The small agency operations are predominantly lease or charter operations that are distinctly less complicated, and, therefore, require a less intensive organizational structure and oversight. These smaller operations have been provided guidance requiring a degree of 'mentorship' from the larger aviation activities.

b) Mail

1. Recommendation: GSA needs to develop a web-based reporting tool, and centralize the collection and reporting for mandatory reports.

Action: GSA focused on the report format and changed its current format for 2009 reports and is also in the process of implementing an on-line reporting tool during 2010 for the agencies to submit their annual Mail Management Reports.

c) Motor Vehicle

1. Recommendation: GSA needs to develop a mechanism for disseminating information quickly and widely. Tools that have been developed to date, such as self-subscribing listserv mailing lists, tend to languish after a time. System-specific communication tools, such as those incorporated into the FAST system, seem to be effective in communicating with system users, but they are limited in their application.

Action: GSA focused on developing a broad selection of coordinated communication tools, including: quarterly FedFleet meetings and monthly Motor Vehicle Executive Council (MVEC) meetings, with prompt dissemination of meeting notes after each; an internet listserv broadcast message facility; prompt updating of the GSA “vehicle policy” webpage; establishing a presence at other venues such as Interfuels and Federal Acquisition Service (FAS)/GSA Fleet events; publishing Wheels & Wings more regularly; and responding to inquiries in the vehicle.policy@gsa.gov mailbox within three days of receipt. All of these techniques were used to communicate with agencies and coordinate responses to the provisions of the American Recovery & Reinvestment Act of 2009 (ARRA) providing funds to improve Federal fleet fuel efficiency.

2. Recommendation: Agencies tend not to have the basic tools necessary to efficiently and effectively manage their fleets. Comprehensive, dedicated, automated fleet management information systems, for example, are essential to the management of any large fleet. Almost every technique for improving fleet operations depends on the availability of current and accurate data, and all too many fleets lack this. Fleet operations tend to be locked into systems designed for other uses, such as property, inventory, and financial systems that do not recognize the unique requirements of fleet operations.

Action: GSA has started to convert the vehicle management information system used to manage GSA's leased vehicles. The new system, Federal Fleet Management System (FedFMS), is being converted for agency-owned vehicle use by a user group consisting of fleet managers from eight Federal agencies. The user group members suggest and vote on changes and test newly developed portions of the system. To date, the vehicle input and vehicle inventory portions have been completed. Work has started on the cost input and reports sections. It is expected that a working beta of FedFMS will be available to all Federal agencies by the end of FY10. Using an existing system as the base for FedFMS will reduce the cost of development, reduce the cost of system maintenance, and provide a product that operates similarly to one most agency fleet managers already use for GSA leased vehicles.

d) Personal Property

1. Recommendation: GSA should develop automated systems to capture data from agency automated systems.

Action: GSA plans to provide this capability for agencies in several important ways: 1) reporting excess personal property via flat file or via automated system (Agency Asset Management System (AAMS)); (2) the planned roll-out of automated tools to collect annual report data; and 3) on-line reporting of data for Computers for Learning. GSA developed a web method for agencies to submit the annual exchange/sale report data and nonfederal recipient report for agencies' voluntary use for the FY 2009 reports. It is GSA's intent to make this web reporting tool mandatory for the submission of 2010 reports, but GSA will work with our agency partners to discuss intra-agency systems and reporting issues.

2. Recommendation: GSA should share with other agencies the data it collects via the annual reports on exchange/sale and excess property furnished to non-federal recipients.

Action: GSA now includes data from these reports on the personal property policy website and fact sheets. No further action is planned.

3. Recommendation: GSA should arrange for best practices identified by one agency to be shared with other agencies.

Action: GSA started sharing Award-winning best practices by posting them on the personal property policy website date for consideration by all agencies. In addition, the ICPM was instrumental in helping the community develop a Management Review Guide. This Guide is available through our website via the ICPM tabs. Finally, GSA has designed a prominent icon on its website for agencies to view best practices and personal property award results (See tab for "past award winners"). GSA's MT will review the feasibility of providing a short and specific URL that will allow fast access to best practices and report back to the PMEC on this status at the January meeting. In future PMEC meetings, OGP will clarify what further information may be helpful for agencies with respect to these best practices.

4. Recommendation: GSA should give agencies data call notices in advance of due dates (not just late notices after due dates).

Action: GSA sends data call notices to the agencies in advance of the due dates via: 1) interagency committee meetings; 2) e-mail messages to agency points of contact; and 3) announcements on its personal property policy website. The due dates are also included in the personal property government-wide regulations and bulletins. No further action is planned.

5. Recommendation: GSA should provide a better description of its information requirements and an explanation of how the data it collects will be used.

Action: GSA provides the data requirements (and the background for this data request) for the annual reports in its FMR Bulletin B-5. If another type of data call is in mind here, we ask our community for further information.

6. Recommendation: GSA should conduct annual or biennial risk assessments of agency personal property programs.

Action: GSA associates are generally available for such assessments. Agencies should be aware that these assessments would have to be funded by the requesting agency, and the timing of the assessments would have to be coordinated with OGP staff activities.

7. Recommendation: GSA should provide more specific information (e.g., technical assistance) to the agencies, not just general information.

Action: GSA provides assistance to agencies as needed and upon request (by phone or e-mail primarily). In addition, multiple FMR Bulletins have been published to provide policy guidance on specific issues of general interest. We ask our personal property community to provide input about information gaps that GSA can help to bridge.

e) Relocation

1. Recommendation: GSA should provide tools and systems to track elements (at no substantial cost to the agencies) before requiring agencies to supply data elements often requiring hours of manual research and investigation.

Action: GSA has decided not to require agencies to use specific tools and systems. Rather, with a target within the first quarter of Fiscal Year 2010, GSA will require agencies to buy, build, or rebuild their own automated systems to feed specific data into a relocation data warehouse that GSA is building. The data dictionary associated with this data warehouse will define the required parameters within which agency systems will operate.

2. Recommendation: GSA should have greater timeliness in implementing regulations. The Governmentwide Relocation Advisory Board (GRAB) report is good, but no regulatory or legislative changes have happened since the report was issued in fall 2005.

Action: GSA agrees with this recommendation and is working to define a better process within the first quarter of Fiscal Year 2010.

3. Recommendation: GSA needs to provide better and clear Outside the Continental United States (OCONUS) information.

Action: While agreeing with this recommendation, GSA sees it as a long-term project to be completed over the next few years. GSA has started discussions regarding how to improve the Federal Travel Regulation (FTR) to better describe OCONUS information.

4. Recommendation: GSA needs to create FTR language to allow for permanent change of station coordinators to take advantage of online ordering systems versus the regular contracting process.

Action: Since most relocation service companies already offer online ordering systems as a standard practice, GSA feels that this recommendation does not need to be implemented at this time.

5. Recommendation: GSA reports are loosely written, making it difficult to address procedural issues at the agency level.

Action: While agreeing with this recommendation, GSA feels that it is best geared to future relocation reports. This is closely connected to Recommendation 1. GSA will make new reports very precise with the objective that the data warehouse will be a useful reporting tool. As with Recommendation 1, the implementation target is within the first quarter of Fiscal year 2010.

6. Recommendation: GSA must develop a stronger and clearer Frequently Asked Questions (FAQs) information sheet on the web.

Action: GSA posted a stronger set of FAQs on the relocation policy web site during the first quarter of FY2010.

7. Recommendation: GSA should consider the use of appraisal consultants to review disputed buyout offers. It has worked very well for one agency and reduces conflict in the guaranteed buyout.

Action: GSA views this recommendation as strictly a contracting issue and not one for the policy area to address.

8. Recommendation: GSA should make it mandatory for the agencies to use a single source for relocation such as the Bureau of Public Debt Administrative Resources Center. This would result in government standardization and policy consistency.

Action: Instead of making it mandatory for agencies to use one particular resource, GSA has implemented a self-nomination process, with a template and website for Federal agencies who wish to serve as relocation resource centers.

f) Travel

1. Recommendation: GSA should develop other tools, systems and forms for agencies to use when responding to mandatory reporting requirements. Agencies were pleased with the Premium/First Class/Senior Federal Travel Reporting System and nonfederal source travel and would like similar reporting mechanisms.

Action: We will continue to address the feasibility of developing other tools for responding to future mandatory reporting requirements. There are other travel costs we need to get a handle on from a government-wide perspective. As soon as agencies develop the ability to easily retrieve this information, we will most likely introduce a tool to capture this information.

2. Recommendation: GSA should communicate and demonstrate how it will utilize data collection to improve travel policy.

Action: Our main goal in this process is to ensure our policies are effective and do not hinder an agency's mission or operation. If the data indicates that agencies are having trouble complying with a certain mandate, it may indicate that a particular policy needs to be reviewed. GSA is currently working with policy experts to document the intent of the policy or project, establish performance measures, and determine a baseline of government-wide policy adherence.

g) 2010 CPE Focus Group Recommendations

The following lists some of the key recommendations received from the CPE focus group during FY 2010.

Issues # 1:

GSA policy review should not be held every year.

The annual review process is labor intensive and difficult to complete alongside agency mission work.

GSA should consider an improved PRT process or look for alternatives to achieve the desired outcome.

Policy Review Tool (PRT) enhancements are also needed to improve the policy evaluation effort.

CPE Focus Group Recommendations:

- Annual review should be done every other year, consider a bi-annual review. Or, create a cycle where different programs are evaluated during different years.
- Remove the requirement for attachments in the PRT.
- Consider PRT enhancement recommendations provided by the agencies during the annual review process.

GSA's Response:

- The Office of Management and Budget (OMB) directed GSA's Office of Travel, Transportation and Asset Management (MT) to determine the effectiveness of its policies. GSA's Executives have determined that the annual policy review process is the appropriate way to do this. As a result, GSA will make a number of recommended changes to the policy review process and will continue to conduct a policy review every year in the areas of Aircraft, Mail, Motor Vehicle, Personal Property, Relocation, Transportation and Travel. The one exception for the FY2011 policy review will be the mail policy area. Mail has a limited number of mandates (approximately 6 mandates) and has reviewed the same mandates over the past 3 years. During FY2011, the mail policy area plans to conduct a thorough review of mail policy and rewrite the policy as deemed necessary. It is important to note that, although Mail will not participate in the full FY2011 review, the mail policy team, in conjunction with the executive committee, will determine the appropriate way to evaluate the number of agencies complying with mail sustainable green policy.
- During the annual policy review, GSA/MT will request the agency reviewer to identify the internet address where their agency policy resides, in lieu of attaching a copy of each policy as evidence to support the mandate statement(s). If the policy is not available via the internet, the agency can provide an electronic version of their agency policy as an attachment in the PRT. Thereafter, the only evidence/documentation that will be required is the policy citation.
 - Also, for each policy area, there will be no more than a total of 10 policy mandates, best practices and performance measure information reviewed each year.
- GSA/MT is currently working with the policy review tool contractor on a number of enhancement ideas that were recommended by the agencies

through the policy review tool. GSA/MT will provide an update to the agency PRT users by February 2011.

Issue #2:

GSA's current Policy Review process does not achieve the desired outcome, which is to measure the effectiveness of GSA policies.

CPE Focus Group Recommendations:

- View the policy review as a compliance tool, and several agencies were surprised to learn that GSA views it as a tool to gauge the effectiveness of GSA regulations and policy.
- Evaluate the effectiveness of GSA policies. Incorporate questions to gain input from the agencies on the effectiveness of MT's policies.

GSA's Response:

- Starting with the FY2011 policy review, GSA/MT will include an additional sub-element "policy effectiveness" question in an effort to gauge the effectiveness of GSA's policies.

Issues #3:

Feedback from GSA's policy areas should go beyond a published annual report.

Some of GSA's policies do not lend themselves to a performance measure.

GSA's current PRT process does not work in all 7 policy areas.

CPE Focus Group Recommendations:

- GSA policy areas should have more meaningful policy discussions during executive committee and interagency committee (IACS) meetings. Create a policy level subcommittee to review the laws/policies and determine if they are still germane or if they should be revised.
- GSA should use the feedback from the annual review to modify those policies viewed as ineffective or an obstacle to accomplishing agency missions.
- GSA/MT and the executive committees should discuss the intent of the policy. Understanding the intent of the policy – will feed into the creation of performance measures. Also determine what is the risk involved if the policy is not evaluated? Can performance measures be written into the policies? If not, do not request verification in those instances.

GSA's Response:

- GSA/MT policy areas will work directly with their respective Executive Committees on having more meaningful policy discussions and will use the feedback from the annual review to review the policies viewed as ineffective or an obstacle to accomplishing agency missions.
- GSA/MT, in conjunction with the executive committees, will determine the mandates, best practices and performance measure to include in the annual review. It is recommended that the focus be one section of the policy for the annual review. For example, Travel Policy may focus on Per Diem.
- GSA will not include a policy/mandate in the annual policy review, if GSA and the executive committee agree that the particular policy/mandate does not lend itself to a performance measure.

Issues #4:

GSA scoring is subjective.

Agencies should evaluate the effectiveness of GSA's policies.

Improve GSA/MT policy area websites to include policy requirements, policy guidance and best practices.

CPE Focus Group Recommendations:

- Show agency progress although it is difficult to show agency progress with a yearly review because implementing change takes time.
- Highlight agency successes in best practices and policy adherence.
- Consider having more than one GSA reviewer evaluate the agencies' responses during the annual review.
- Change the scoring to show the effectiveness of GSA policies.
- Ask open-ended questions that allow an agency to comment upon the effectiveness of a GSA policy. This type of question may help to determine agencies' understanding of the intent of the policy.

GSA's Response:

- GSA/MT will highlight best practices on the respective policy area's websites.

- During the annual policy review, GSA/MT will explore including additional GSA reviewers in each policy area to evaluate the agency responses.
- GSA/MT will explore having select agency representatives participate in a peer review during the annual policy review.
- GSA/MT is exploring changing the policy review “score” terminology to the following:
 - **From Effective to Policy Effective**
 - **From Moderately Effective to Policy Moderately Effective**
 - **From Ineffective to Policy Ineffective**

Issue #5:

GSA should evaluate how to solicit and capture input from the agency bureaus.

CPE Focus Group Recommendations:

- Agencies are concerned about having one bureau out of an entire agency submit data as it will not be a true reflection of the agencies practices.
- Bureaus/components are often autonomous from the department/agency, including having a different culture.
- Agency does not have access to the information required by the PRT process nor is there a mechanism in place to obtain the information. Agencies push the policies/regulations down to the bureau/component for implementation.
- The Government Accountability Office (GAO) and Office of Inspector General (OIG) are charged with auditing bureau/component compliance.

GSA’s Response:

- Agencies should continue to report at the agency headquarters level.
- For the FY2012 review, agencies will be provided the option to collect policy review data from the bureaus. This data will be rolled up and reported to GSA at the agency headquarters level. GSA/MT will work out the details of how this will be achieved with the agencies and GSA’s policy review tool contractor.

IX. Discussion of 2010 Policy Evaluation

a) Trends in Policy Area Evaluation Reports

The trends between 2009 and 2010 are similar across the program areas. Agencies that pay attention to detail in one area also tend to pay attention to other significant areas. Agencies that completed the policy evaluation process by submitting both interim and final responses scored well. Scores have improved overall between 2009 and 2010, mainly due to agencies providing required documentation.

b) 2010 Interim and Final Results

Agencies that continued through to the end of the process noticed improvement in their scores from the interim submission. Responding to GSA feedback clearly gives agencies the opportunity to increase their scores, presumably by learning more about the evaluation criteria, refining the answers, and providing the additional requested documentation. Figures 13 and 14 illustrate the results of the Motor vehicle program as an example of possible improvement in scores between the interim and final stages of the evaluation.

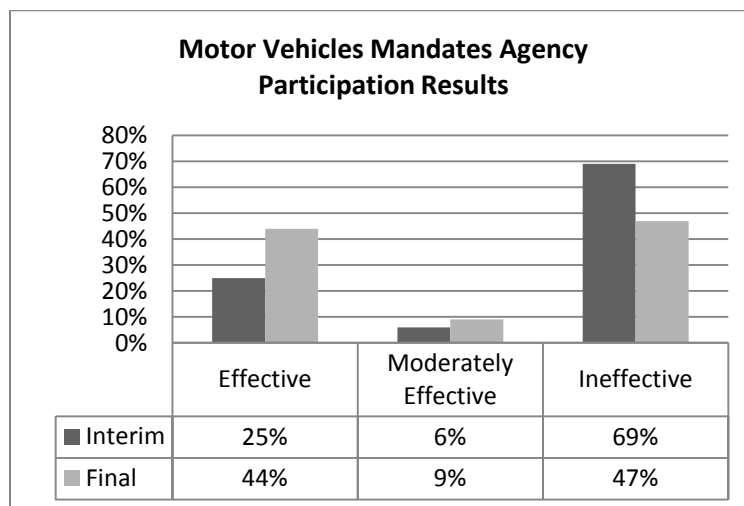


Figure 13. Sample Mandates Participation Results

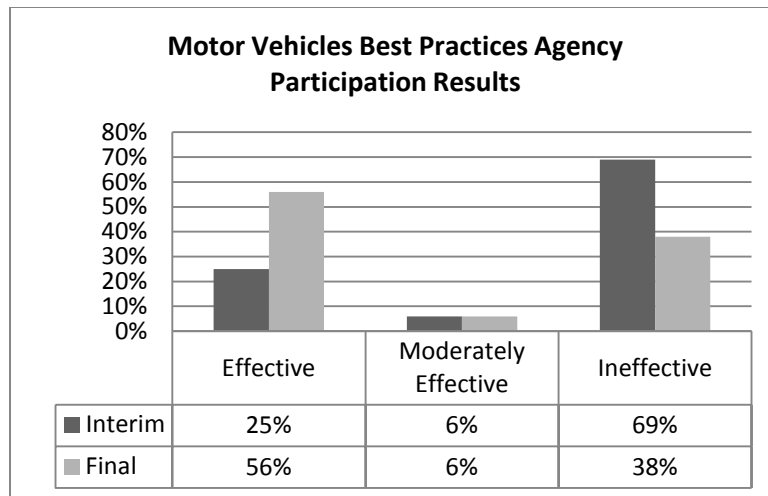


Figure 14. Sample Best Practices Participation Results

c) Documentation of Policies

Even agencies that can demonstrate that they adhere to mandates or best practices sometimes lack documented policy. Weak responses tend to cluster where agencies either lack documentation of policy, or did not provide any documentation. Agencies may be able to operate without documented policy for some time, especially if practices adopting the policies are ingrained in daily operations. However, well documented policy, regularly updated, can ensure that good policies are in place if there is rapid turnover, re-organization or other organizational upheaval.

d) Evaluating Adherence to Recent Policies

Mandates that have been in effect for a long time tend to be well-incorporated into agencies' policies and processes, while new mandates or recently-identified best practices may languish for years before agencies are able to enact them. For these reasons, programs with older policies tend to receive higher scores and scores were weaker for programs evaluating adherence to recent policy requirements.

e) Reasons for Non-Adherence to Policies

For the most part, non-adherence was not explained. Many agencies also claimed adherence and therefore did not provide a reason for non-adherence. However, agencies are scored as being non-adherent if they claim adherence but do not also provide supporting documentation. Lack of resources, both funding and personnel, was the most-expressed specific reason given for non-adherence. In many cases, the agencies' responses to the initial scoring suggested that adherence will be improved at a later date. In some cases non-

adherence was due to the absence of current, official policy documents, which were in draft form pending approval.

REASONS FOR NON-ADHERENCE	Lack of Resources (Personnel)	Other	Other Priorities	Lack of Resources (Funding)	Plans to Adhere Later	Waiver	Unaware
Aircraft	X		X		X		
Mail	X	X	X			X	
Motor Vehicle	X	X		X			
Personal Property	X		X		X		
Relocation		X		X			

Table 14. Reasons for Non-Adherence to Policies

f) Methods used to Communicate Policies to Agency Employees

Most responding agencies use several methods to communicate policies to employees. However, based on 2010 evaluation results, agencies that use all communication methods are not necessarily the most effective at adhering to policies. The relocation program had the highest scores but used the least number of communication methods and the aircraft program also had high scores and used all of the communication methods. Evaluating adherence to policies takes several factors into consideration, and in many cases agencies are strong in some areas and weak in others.

COMMUNICATION METHODS	Classroom	Memos	Emails	SOPs	Handbooks	Websites	Other
Aircraft	X	X	X	X	X	X	X
Mail		X		X	X	X	
Motor Vehicle	X	X	X	X	X	X	X
Personal Property	X		X		X	X	
Relocation				X		X	X

Table 15. Methods Used to Communicate Policies to Agency Employees

g) Centralization

In 2008 the results noted that agencies' performance was correlated to centralization, and that centralized control seemed to improve overall performance. Responses submitted in 2010 again indicate that in areas where comprehensive agency-wide management information systems would help, decentralization presents a challenge to effective adherence to policies. Decentralized agencies are less likely to have such information systems and face bigger obstacles in developing, funding, and implementing them.

h) Use of Performance Measures to Verify Policy Adherence

The 2010 evaluation results indicate that most agencies have successfully incorporated government-wide mandates and best practices into their internal policy documents. Many agencies do not use specific performance measures to evaluate adherence and did not specify why performance measures are not being used. Adherence is mostly verified using data collected through internal reporting systems and during site visits. The most often expressed reason for not using performance measures is that it is difficult to formulate relevant numerical measures or that adherence is not readily subject to numerical scoring or data collection.

X. Conclusion

The Office of Governmentwide Policy (OGP) is not directly responsible for agencies' adherence to mandates and best practices. OGP is, however, responsible for ensuring that policies are effective and that they meet the intent of statutes where applicable. OGP is also responsible for ensuring that agencies are aware of best practices and available innovative tools. These best practices and tools can help agencies to make better management and financial decisions.

The 2010 evaluation disclosed that participating agencies scored ineffective in various policy adherence areas for several reasons, including lack of resources. Stronger communication between the agencies and OGP during 2010 was due in part to the existence of the CPE focus group. OGP will continue to strengthen communication to clarify the intent of policy mandates, and encourage agencies to implement best practices and innovative tools. Stronger communication will also help to ensure that performance measures are used to establish whether the intent of existing policies is adequately reflected in government-wide mandates.

The long-term objective for the evaluation process is to ensure that government-wide policies help the Federal Government to operate at peak effectiveness and efficiency. One of the Federal Government's goals is to maximize limited resources by adhering to measurable, reasonable, attainable, responsible, and timely policy. OGP will aim to reach this goal by improving the annual policy evaluation process using feedback received from the agencies, from meetings with interagency working groups, committees and councils, and through other collaborative efforts.

XI. Acronyms

<u>Acronym</u>	<u>Definition</u>
AMS	Agency Asset Management System
CFR	Code of Federal Regulations
CPE	Center for Policy Evaluation
DoD	Department of Defense
DOS	Department of State
FAIRS	Federal Aviation Interactive Reporting System
FAQ	Frequently Asked Questions
FAST	Federal Automotive Statistical Tool
FedFMS	Federal Fleet Management System
FMEC	Federal Mail Executive Council
FMR	Federal Management Regulation
FTR	Federal Travel Regulation
GAO	Government Accountability Office
GRAB	Governmentwide Relocation Advisory Board
GSA	General Services Administration
ICAP	Interagency Committee for Aviation Policy
ICPM	Interagency Committee for Property Management
OIG	Office of Inspector General
INL	Idaho National Laboratory
IPT	Integrated Project Team
MIS	Management Information System
MT	Office of Travel, Transportation and Asset Management

<u>Acronym</u>	<u>Definition</u>
MVEC	Motor Vehicle Executive Council
OCONUS	Outside the Continental United States
OGP	Office of Governmentwide Policy
OMB	Office of Management and Budget
ORM	Operational Risk Management
PMEC	Property Management Executive Council
POC	Point of Contact
PRT	Policy Review Tool
SOP	Standard Operating Procedures
TMC	Travel Management Center
Treasury	Department of the Treasury